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Mr. Egerton's study has not given him much enthusiasm for Imperial Federation. He believes that it presents a plan that is neither workable nor capable of producing desirable results. He goes no further than to advocate including representatives of the colonies, the Agents-General, in the Privy Council. Australian Federation is approved, but the obstacles in the way of its achievement are clearly set forth. The union of the Australian governments will probably be achieved in time, and the results of their union will be beneficial to the British Empire.

The book, as a whole, is a valuable contribution to the literature of political science. It is a careful and thorough analysis of the working of British institutions under those conditions which have given them their severest test. In no other field of practical politics have the virtues of English institutions been more carefully tested and with results of which the British nation may be more proud. Although the author says concerning the narrative of British Colonial Policy that "the story has been largely a chronicle of mistakes and failures, sins of omission and commission, for some of which we are suffering to-day," yet, with the exception of the loss of the American colonies in 1783, success has been secured in spite of mistakes and failures, and the prospects of the continuance and more complete unification of the empire in the future are at least encouraging. Mr. Egerton's study has made him in no sense a pessimist; he has full faith that British institutions are to enjoy a future as successful as their past has been.

The book closes with a comprehensive critical bibliography which will be appreciated by all students of the question. The evolution of the British Empire in the future is certain to give increasing importance to the subject of Mr. Egerton's study, and this makes the service which he has rendered to students the greater.

EMORY R. JOHNSON.

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*Municipal Problems.* By FRANK J. GOODNOW, A. M., LL. D. Pp. 321. Price, \$1.50. New York: The Macmillan Company, 1897.

During the past year Professor Goodnow has given us two important contributions to the study of municipal government. The present volume, together with that on "Municipal Home Rule," constitute the first systematic attempt to determine the position of the municipality in our political system. For this reason, if for no other, Professor Goodnow's work deserves an exceptional place in the literature of American political institutions. Notwithstanding the fact that the author is breaking new ground, he shows so

thorough a grasp of the subject in its different bearings, that subsequent writers will find the most fruitful plan of work mapped out for them in the lines of research indicated in the suggestive chapters of these two books.

The discussion of municipal problems in the present volume, as well as in the volume on "Municipal Home Rule," is in the main a legal discussion, dealing with forms of organization and with the probable effect of changes in such organization upon our political system. The author has happily avoided the great danger in this method of treatment, namely, that of considering one part of a system isolated from the other institutions to which it belongs, and of which it forms a part. He has kept constantly in mind the organic relations existing between city and state and the influence of any change in that relation upon state as well as municipal activity. Furthermore, in considering the organization of the various organs of municipal administration, the reader is impressed with the close interdependence of these organs and the consequent impossibility of changing the constitution of one without profoundly affecting the working of the others. The chapters which illustrate these principles most clearly, are those dealing with the sphere of municipal activity and the relation of the city to the state. The necessity of combining some kind of central control with a large measure of local autonomy is clearly shown. The possibility of attaining this end, however, is just as much dependent upon a change in the attitude of the state legislature toward cities, as upon a change in the constitutional relations between city and state. Up to the present time the legislature has regarded the city as its creature and agent. It has made no distinction between those municipal functions which are distinctly local in character, and those which affect and are of direct interest to the state at large. As a result, the justifiable control over the latter has been extended to the former, where it takes the name of "interference" rather than "control," and tends to hamper the activity of local authorities as well as to diminish the incentive to local initiative. It is upon this distinction between the functions of *general* and *local* concern that the author develops the principles of state control over the affairs of municipalities. This distinction furnishes the keynote to that portion of the work which deals with the relation of the city to the state.

Professor Goodnow has clearly seen, however, that a change in the organic relations between city and state, together with a change in the attitude of the state legislature, is not sufficient to bring about a healthful development of our municipal institutions. The

last five chapters of his work deal with the organization of the municipality, together with the more prominent political forces determining the actual working of the system. Amongst the latter the author deals with universal suffrage, and the influence of national political parties. The high plane upon which the discussion of these complex questions is maintained is a matter for sincere congratulation. The perspective has not been distorted by a narrow interpretation of immediate expediency. The permanent and "long-run" interests of the country furnish the basis for the treatment of these questions. Keeping these principles in mind, the author is able to avoid the superficial treatment of municipal reorganization which characterizes so much of the literature on municipal affairs. He has clearly seen that a change in the organization of our municipal governments rests upon a modification of our political ideas and of the method of reasoning in municipal matters.

In discussing the most efficient organization of the city executive and the city legislative, the author does not hesitate to set himself against the trend of opinion. The chapter on the City Council is particularly interesting and suggestive in this respect. The author starts out with a clear statement of the rôle of the municipal council in the life of a municipality, showing how necessary an organ it is to preserve local autonomy. Local representative bodies, with wide legislative powers, are indispensable to the maintenance of popular governments—of real local self-government—and constitute in their reactive effect one of the great educational forces in a community. It is, therefore, a matter of the very greatest importance that our municipalities be so organized as to leave room for a vigorous local representative assembly. The tendency to reduce the city council to a position of insignificance and to strengthen the executive at its expense cannot furnish the basis for a vigorous development of local institutions in a country where democracy means popular responsibility, and popular responsibility means popular election. Such a system results in the transference of the elective principle from offices where it is justified, viz., the election of councilmen; to offices where the system works real harm, as in the election of heads of departments. Professor Goodnow demonstrates how the appointment of new heads of departments by each incoming mayor takes from the administration the continuity and stability necessary to good government.

We are unable to enter upon a more detailed presentation of the author's recommendations as to changes in our present system. To separate such recommendations from the arguments with which they are supported would be to rob them of their value. Only through

the careful reading and re-reading of the work is it possible to do justice to the breadth of view and careful analyses of the author. No single change will solve the complex problem of city government. Changes in political ideas, in methods of individual action and thought, in forms of organization and in the spirit of administrative work must be effected, before we can hope to have good city government.

L. S. ROWE.

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*Statistik und Gesellschaftslehre.* By Dr. GEORG VON MAYR. I Band, *Theoretische Statistik.* Pp. 202. Price, 6 marks. Freiburg, 1895. II Band, *Bevölkerungsstatistik.* Pp. 486. Freiburg, 1897. (*Aus Handbuch des öffentlichen Rechtes, Einleitungsband*).

The well-known "*Handbuch des öffentlichen Rechtes*," projected by the late Professor H. Marquardsen, bids fair to be a perennial enterprise. The last two years have seen the appearance of fragments of an introductory volume, destined to embrace not only general political science, but the main branches of economic science as well. The monographic character of the entire work may well excuse us from any consideration of the internal harmony of the publication as a whole. It may be doubted whether Professor Philippovich, in his treatment of political economy, or Professor von Mayr, in his treatment of statistics, was influenced in the slightest degree by the fact that his book was to be part of a hand-book of public law, and as such was to appeal primarily to jurists. In fact, the wide scope given to the collection has necessitated the practical independence of the numerous contributors.

Dr. von Mayr's work is as yet incomplete. The hope expressed in the "*Theoretical Statistics*," that a second volume on "*Practical Statistics*," would complete the work has not been realized. The author has, like his predecessors, been led to give the subject of population statistics a separate treatment. It was the promise of a comprehensive treatment of practical statistics which led me to defer a notice of the author's "*Theoretical Statistics*." I felt some curiosity to see how the two would be fitted together, and did not wish to pass judgment upon the author's theory until I had seen it put into practice. Indeed, I cannot but feel that the author has, like Professor Richmond Mayo-Smith, accomplished the easiest part of his task. However, a further postponement of a notice of Dr. von Mayr's work until its completion would not be just either to the author or the readers of the ANNALS.

Statistics, says Dr. von Mayr, is the science of aggregated human phenomena (*menschliche Massenerscheinungen*). The significance